



Commandant's NOTE

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OPERATIONS OTHER THAN WAR - A BROADER PERSPECTIVE

The United States has remained a world power while her major potential adversary has disintegrated into a number of smaller states. This dissolution, however, has led to instability and an even greater potential for conflict almost anywhere in the world. The bitterest legacy of the Soviet Union's collapse has been the dissemination of advanced weapons and technology throughout Third World countries, with the possibility that even more sophisticated weapons will come on the market as former members of the Soviet bloc enter the arms market.

Although the need to prepare our soldiers to deal effectively with these new potential threats has caused U.S. Army planners to review our doctrine, the possibility of armed conflict is not the only challenge we face in today's world.

In the wake of the Gulf War, U.S. Army units were called upon to provide humanitarian assistance to the Kurds and other groups cast adrift by the war. At home, units were deployed to provide stability and assist civilian authorities during the Los Angeles Riots of 1992. Following Hurricane Andrew, Army units moved in to secure property, shelter, feed, and provide medical care for survivors; and assist in the enormous cleanup effort. More recently, California National Guard units were called again to the streets of Los Angeles, this time in response to the earthquake of 17 January 1994. While all of these efforts were under way, the U.S. Army was providing training and tactical expertise to support the counterdrug operations of the United States and other nations in our hemisphere.

In all of these diverse missions, the emphasis was on missions other than the traditional combat operations of the past. Today, however, we face other contingencies which present the possibility of conducting humanitarian actions under conditions of combat. U.S. soldiers are still supporting the U.N. humanitarian effort in Somalia, under circumstances that are at best unstable, and occasionally require extraordinary constraint and judgement under fire. Peacekeepers in Macedonia could well face similar challenges, as could U.S. forces deployed anywhere in the world. To be sure, the U.S. Army has been conducting operations other than war for 200 years, starting with the commitment of militia during Shays' Rebellion in 1786-87 and the Whisky Rebellion of 1794. The Army has also played a key role in the wake of natural disasters, such as the San Francisco earthquake and fire of 1906, as well as providing support for counter-smuggling operations during Prohibition, but the scope, the cost, and the global nature of today's operations other than war surpass those of earlier years.

Doctrinal literature to support the rapidly evolving U.S. role in a

changing world first appeared with Field Manual (FM) 100-20, *Military Operations in Low Intensity Conflict*, published in 1990. FM 7-98, *Operations in a Low-intensity Conflict*, published in the fall of 1992, was the first infantry publication drafted at the U.S. Army Infantry School to fill the void in doctrinal guidance for units at brigade level and lower on the conduct of operations in low intensity conflict. FM 7-98 includes such timely issues as combating terrorism, peacekeeping and peacetime contingency operations, fratricide prevention, civil disturbances, humanitarian assistance, and support for insurgency and counterinsurgency operations. In addition, the latest version of FM 100-5, *Operations*, which appeared in June 1993, addresses Army-level participation in the conduct of operations other than war (OOTW) to a greater degree than the earlier 1986 version of the FM had addressed low intensity conflict. This manual establishes broad doctrinal guidance, categorizing activities and establishing operational principles beyond the familiar nine principles of war.

Commanders and doctrine writers at Fort Benning and in the field have been busy; they have assimilated information from our own and foreign armies' experiences, both recent and past, and applied it toward meeting tomorrow's challenges. The experience of Coalition forces in the Gulf War, U.S. lessons learned in Grenada and Panama, the counterinsurgency in the Philippines, and U.N. forces' recent experiences in Somalia, all went into the analysis, along with the volumes of data from the Vietnam War and the British success in Malaya.

We recognize that the U.S. is not alone in the OOTW effort and that, by establishing early communication with other countries, we can make sure an OOTW network takes shape concurrently with the information collection effort. Interface with foreign armies is being accomplished through a number of symposiums and exchanges between the armies of the U.S., Great Britain, Germany, Canada, France, and Israel, among others. The efforts of our liaison officers and those of our Allies have already provided an invaluable link between cultures in this collection effort, and the end result is a growing OOTW library at the Infantry School.

The field of doctrinal literature has not been neglected during all of this information collection and coordination, however; in August 1993 the Infantry School published and staffed a draft white paper, *The Application of Peace Enforcement Operations at Brigade and Battalion*. The School is also the primary writer, working with the U.S. Army Training and Doctrine Command (TRADOC), on FM 100-23, *Peace Operations*, which will further clarify the role of

U.S. forces in this new dimension of our Army's mission. The manual was drafted after a determination of the needs of the commanders tasked with conducting OOTW.

Doctrine has its greatest value, however, when it complements training, and that's where we come in. Training and evaluation outlines (TEOs) are either complete or in draft for civil affairs operations, checkpoint operations, convoy operations, the conduct of a cordon and search, and noncombatant evacuation operations. Articles on a number of these subjects have appeared in recent issues of *INFANTRY*, and more will follow. The U.S. Army Sniper School has revised its program of instruction (POI) to include OOTW conditions, rules of engagement, and more emphasis on military operations on urban terrain (MOUT).

Leader development is a key element of preparing the force to conduct OOTW, and we are giving all of its dimensions a good, hard look. Warrior Plus, an initiative of the Army Chief of Staff, has identified those unique leader skills demanded in the OOTW arena, as well as the tasks we will use to develop or reinforce those skills. We need to look beyond the traditional perceptions of the enemy in order to understand the full range of potential threats. We also need to develop leader skills in dealing with the news media, and we must equip our leaders with the ability to negotiate. Even though much of the negotiation in trouble spots will be conducted by State Department personnel, a leader may find himself or herself the only one on the ground who can take timely action to defuse a tense situation or alleviate suffering. Opportunities are often perishable, and we must train leaders to recognize them, seize them, and act. Likewise, this new dimension of operations will require interface with non-governmental organizations (NGOs), and a leader must know how to perform his mission while maintaining a credible, effective degree of impartiality. The development of these skills has already begun at the Infantry School; in the Infantry Officer Advanced Course (IOAC) and the Infantry Pre-Command Course (IPCC), POI revisions now include greater emphasis on operations other than war, while the Army's Ranger School has included the cordon and search technique as part of its program of instruction, along with civilians on the battlefield.

Materiel contributions to OOTW include enabling technologies such as the unmanned aerial vehicle (UAV) Pointer, a filmless camera, improved night vision devices, and a number of nonlethal technologies that are designed to improve the operational capabilities of the unit by improving decision making cycles and by enhancing a commander's command and control capabilities. The 82d Airborne Division's recent rotation, 94-2, to the Joint Readiness Training Center provided a testbed for some of these enabling technologies and allowed us to evaluate our emerging doctrine and the training and evaluation outlines.

The future initiatives in support of OOTW highlight the priority

assigned to it. The Infantry School has responded to a TRADOC tasking for support to the field by drafting a training support package (TSP) and developing a mobile training team (MTT) to assist units at brigade level and below. This initiative was further expanded during the 10-14 January 1994 conference of TRADOC service schools at Fort Benning, and a final product is expected in June of this year. Validation of the TSP/MTT package will take place during the 25th Infantry Division's Joint Readiness Training Center rotation in August of 1994. That rotation will also include an assessment of enabling technologies that are selected on the basis of their potential to enhance a commander's ability to accomplish peace enforcement missions across the entire spectrum of doctrine, training, leader development, materiel, and soldier issues. The Infantry Conference of 9-12 May 1994 will showcase the latest techniques of OOTW.

The Peace Enforcement White Paper will be published in the June 1994 time frame, and a forthcoming revision of FM 7-98, *Operations in a Low-Intensity Conflict*, will incorporate the White Paper. In addition to the POI changes to IOAC and IPCC, the Infantry Officer Basic Course and the Advanced Noncommissioned Officer Course are being reviewed for possible changes to support the OOTW effort. While all of these changes are under way, the Infantry School will offer continued support to field commanders through assessment teams, the Infantry Hotline, and the timely publication of OOTW-related information in *INFANTRY*.

This has been a summary of where we are in the area of operations other than war, but what does it mean to today's infantryman or infantry leader? For one thing, it means that he can expect to be called upon to perform a wider range of missions than ever before, and in some unique environments. Issues such as rules of engagement; civilians on the battlefield; joint, interagency, and combined operations; interface with non-government organizations; unique force tailoring and information requirements; and measures of success different from those we have relied upon in the past will require high degrees of flexibility, versatility, and confidence to arrive at the right solution and act decisively. Operations other than war will require all of the capabilities of the Infantry. Both heavy and light infantry will play major roles. We will see increased emphasis on MOUT, force protection, and the personnel and materiel readiness that will enable us to rapidly deploy a varied mix of forces against an equally diverse range of contingencies.

The USAIS has taken the lead in developing doctrine, training, and equipment for the OOTW missions. We must be out front because our infantrymen will surely be the spearhead of any future operation. Our tribal wisdom is developing and changing quickly in OOTW and I encourage all of you to accept the challenge and grow with us in this endeavor of total readiness across the spectrum of conflict.

